

~~Administrative - Internal Use Only~~

3891-82

10 May 1982

MEMORANDUM FOR: Deputy Director for Intelligence
FROM :
Director of Central Reference
SUBJECT : The International Exchange Program

STA

1. At your request I met with the Librarian of Congress, Dr. Daniel Boorstin, and representatives from GPO, State, the Smithsonian Institution, and staff members from the House Appropriations Committee and from Senator Mathias' office to discuss (a) the serious funding problems facing the US Government's International Exchange Program, and (b) what agency should be responsible for defending future funding for the Program.

2. The International Exchange Program provides the Library of Congress with official government documents from all nations of the world in exchange for US Government publications. The recipient of the Program is the Library of Congress who administers it in cooperation with the Smithsonian Institution (who has current statutory responsibility for the Program) and the Government Printing Office. The Program has had recurring funding problems in the past few years and Congress has also questioned parts of it by proposing in the Conte Amendment (which failed) to prohibit the US Government from engaging in any government document exchange program with the USSR, Cuba, and Iran. The former DCI, Admiral Turner, in a memorandum of 26 September 1980 to Representative Conte (attached) went on record against his Amendment. The DDI, then D/NFAC, also alerted the Legislative Counsel about the dangers of the Conte Amendment in a 7 August 1980 memorandum (attached).

3. This Agency utilizes the materials received by the Library of Congress under the Exchange Program by examining the material at the Library and borrowing it for exploitation by FBIS and DDI offices. The material would have to be purchased overseas if it were not available at the Library of Congress.

4. The Program faces immediate funding needs. The amount of money allocated to it by the Smithsonian was completely obligated by the end of CY 1981. As a result, the last four months of US Government publications to be distributed are piling up at a GPO warehouse at the rate of one tractor trailer per week. The Librarian of Congress estimates that there is a current \$130K shortfall for FY 82 and that \$292K will be needed to fund the Program in FY 83. Savings are anticipated in FY 83 and beyond because the GPO plans to convert to microfiche in the future resulting in major savings in printing, binding, and shipping costs.

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5. The FY 82 funding impasse was to have been resolved by the Smithsonian Institution requesting supplemental funds. This was not done. Dr. Boorstin outlined four alternatives:

- a. that State Department assume responsibility for the defense of the Program in its budget;
- b. that GPO be given statutory responsibility and the funds for the Program;
- c. that the Smithsonian Institution continue its role and request a supplemental to cover FY 82 funding deficiencies and to program FY 83 funding to cover the cost of the Program;
- d. that the Library of Congress fund and control the Program.

6. There was a lot of jockeying between the representatives. It is very evident that State Department wants no part of the Program. The Smithsonian representative expressed a willingness to continue the Program but stressed a need for funding. The GPO representative said something must be done immediately to eliminate the high storage costs. The Librarian of Congress was concerned that exchange relationships that had been built up over the years with the Soviet Union, the PRC, and 72 other countries would be seriously jeopardized if the FY 82 funding problem and the long term decision as to where the Program should eventually be administered were not resolved.

7. The Smithsonian representative proposed that they would be able to recover from year-end funds approximately \$25-50K to cover the \$130K FY 82 shortfall. They asked representatives around the table if funding could be obtained from their agencies to cover the remaining shortfall. Dr. Boorstin pressed me for Intelligence Community support to cover all or part of the remaining deficit. I pointed out that we do benefit some from the Program, and that I would determine if any funding could be obtained for the FY 82 shortfall. I pointed out, however, that this recurring funding problem should be resolved, and that the Program really is an exchange program between our national library (the Library of Congress) and the national libraries of other countries. The logical place for the Program is the Library of Congress which is the strongest beneficiary of it. No one disagreed with this but pointed out that the Library of Congress is in the Legislative Branch and that this is an Executive Branch program.

8. I recommend the following:

- a. that CIA (OCR) offer \$25K of funds to cover part of the FY 82 shortfall. This would demonstrate good faith on the part of the Agency. We have a unique relationship with the Library of Congress--they provide better service to this Agency than they do to other parts of the Government. In making this transfer of funds, the Agency should make it clear, however, that this is a one-time funding assistance and not an annual one.

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b. that I contact the IC Staff to determine if other agencies within the Intelligence Community are willing to assist the Smithsonian and the Library of Congress with the FY 82 funding deficit.



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Attachments: a/s

cc: C/LLB/OEA
DDCI
DCI

APPROVED:




*(Pending Ex Dir / DDCI
for Intelligence Concurrence)*

5/11/82
Date

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OLC 80-1669/E

26 SEP 1980

Honorable Silvio O. Conte
House of Representatives
Washington, D.C. 20515

Dear Mr. Conte:

This letter addresses the issue of United States Government publications, including unclassified Central Intelligence Agency publications, being made available to foreign governments under an international exchange program, authority for which is contained in title 44 of the U.S.C., sections 1718 - 1719.

As the Director of the Central Intelligence I share your concern about the transfer of any information to any country which may prove detrimental to the national security interests of the United States. Indeed, I have spent a great deal of time and effort stressing, in public forums and before Congressional Committees, the importance of limiting the proliferation of sensitive intelligence information.

However, in my opinion, a select, methodical review of material the United States releases would be much more sensible, in terms of the foreign intelligence mission of the United States, than a blanket proscription, of the type you introduced on the House floor as an amendment to the FY 81 Legislative Branch Appropriations Act, against any exchange at all with the Soviet Union, Cuba, or Iran.

The procedures which the Central Intelligence Agency has instituted to insure that materials earmarked for the exchange are done so in a manner totally in conformance with the applicable law and sound security practices are quite stringent. No CIA publication is made available to the exchange without having first been: personally reviewed by the Deputy Director of the National Foreign Assessment Center; coordinated with the Department of State and the

National Security Council to the extent that policy matters are involved; and subsequently, but still prior to release, personally reviewed by me. Moreover, I can assure you that the exchange has contributed significantly to our being able to provide our government's policymakers with the kind of information they need to better understand the issues they are faced with on a daily basis. Accordingly, I would urge you to seriously consider the effect of the retention of your amendment in either the continuing resolution currently being discussed by the Congress or in the subsequent permanent legislation to be taken up just prior to the expiration of the continuing resolution.

I salute your efforts to insure that sensitive intelligence information is not subject to unwarranted proliferation.

Yours sincerely,

/s/ Stansfield Turner

STANSFIELD TURNER

cc: Honorable Adam Benjamin, Chairman
House Appropriations Subcommittee on
Legislative Branch

Honorable Jim Sasser
Senate Appropriations Committee

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NATIONAL FOREIGN ASSESSMENT CENTER

WASHINGTON, D. C. 20505

NFAC 5522-80

OLC #83-1699/2

Director

7 AUG 1980

MEMORANDUM FOR: Office of Legislative Counsel

ATTENTION :

SUBJECT : The "Conte" Amendment to the FY 1981 Legislative Branch Appropriations Bill

REFERENCE : Your memorandum, dated 1 August 1980, Same Subject

1. This memorandum is a coordinated NFAC reply to the referent on the Conte Amendment, which would prohibit the United States Government from engaging in a government document exchange program with the USSR, Cuba and Iran.

2. The government document exchange with the Soviet Union that would be abolished by Representative Conte's Amendment is one of several major exchange programs between the Library of Congress (LC) and the USSR. The publications exchanged under this agreement are commercially available from both countries. In return for a complete set of Government Printing Office (GPO) documents, the USSR provides LC with subscriptions to 1,000 Soviet newspapers and journals. Because these periodicals are available through subscription, this exchange program has little direct value for NFAC.

3. Possible retaliatory actions by the USSR, however, could have an impact and it is this possibility that concerns NFAC. The degree of centralized publication control available to the Soviet government could support a total and complete restriction on direct open-source procurement by US Government agencies, including procurement by the Embassy Publications Procurement Officer in Moscow. Other exchange programs between LC and libraries and institutes in the USSR might also be affected if the Soviets enforce comprehensive reprisals. These latter programs are productive sources of publications not available through other means, especially for monographs in the scientific and technical fields. Thus, restrictive Congressional actions could have far ranging results more damaging to the Intelligence Community than might be anticipated initially.

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4. Because the US material involved is openly available, the Soviets would not be hampered seriously by the Conte Amendment. They could purchase US Government publications from GPO and the US Department of Commerce's National Technical Information Service, or obtain them through other exchange arrangements with major US libraries, universities, or institutes.

5. The Conte Amendment also would preclude exchanges with Iran and Cuba. Currently nothing is being exchanged with Iran. Recent increases in the availability of Cuban publications through the US Interests Section in Havana have made the Agency much less dependent on the LC exchange program than previously. The Interests Section's sources of publications all are controlled by the Cuban Government, however, and could therefore be used as an instrument of harassment against the Interests Section. Any reduction in the Interests Section's access to important publications would mean a decreased supply of valuable Cuban open literature.

6. The NFAC contact regarding this matter is [redacted]
Director of Central Reference, [redacted]

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[redacted]
Bruce C. Clarke, Jr.